

Message Text

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TO SECSTATE WASHDC 9682

INFO USMISSION BERLIN

AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMEMBASSY LONDON

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 03 BONN 00591

E.O. 11652: GDS

TAGS: PGOV, WB, UR, GE, GW, US, UK, FR

SUBJECT: BONN GROUP DISCUSSION OF BELETSKIY JAN 3

DEMARCHE ALLEGING WESTERN QA VIOLATIONS

REF: (A) BERLIN 016, (B) BERLIN 019, (C) MOSCOW 046

BEGIN SUMMARY: SPARKED BY THE JAN 3 SOVIET DEMARCHE ON
ALLEGED BUNDESTAG ACTIVITIES IN WEST BERLIN, THE BONN
GROUP HELD ON JAN 8 A WIDE-RANGING DISCUSSION OF FEDERAL
ACTIVITIES IN THE WSB. ALL AGREED THAT LACK OF ADVANCE
INFORMATION FROM THE FRG WAS A PROBLEM AND THE FRG REP
UNDERTOOK TO TAKE STEPS IN ATTEMPT TO REMEDY SITUATION.
AT SAME TIME, HOWEVER, WE HAVE INDICATIONS THAT BRITISH
ESPECIALLY BUT ALSO THE FRENCH ARE PREPARED TO TAKE A
MORE RESTRICTIVE VIEW OF FEDERAL ACTIVITIES IN THE WSB
LARGELY, WE THINK, SO AS TO AVOID POSSIBLE COMPLICATIONS
IN THEIR RELATIONS WITH THE SOVIETS. END SUMMARY

1. BONN GROUP JAN 8 DISCUSSED BELETSKIY'S LATEST DEMARCHE

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ALLEGING CONSTANT WESTERN VIOLATIONS OF QA WHICH HE MADE

IN BERLIN ON JAN 3 (REFTELS A AND B). UK REP (CROMARTIE) EXPRESSED BELIEF THAT DISCUSSION OF BELETSKIY'S THREATS, WHICH HE BELIEVED WERE PROBABLY MOSTLY BLUFF, WOULD SERVE TO FOCUS BONN GROUP THINKING ON "WHERE WE GO FROM HERE." NOTING THAT THE SOVIETS AND EAST GERMANS COULD INDEED TAKE STEPS NOT IN VIOLATION OF QA WHICH WOULD MAKE THINGS DIFFICULT IN BERLIN, CROMARTIE INDICATED THAT TIME HAD PERHAPS COME FOR THE FOUR ALLIES TO SET SOME PRIORITIES. WITH OBVIOUS REFERENCE TO MOSCOW'S DEMARCHE ABOUT ALLEGED PLANS OF BUNDESTAG PRESIDUM AND COUNCIL OF ELDERS FOR MEETING IN BERLIN (SEE REFTTEL C), OF WHICH ALLIES HAD NO KNOWLEDGE UNTIL RECEIPT OF SOVIET DEMARCHE, UK REP ASKED IF THE FRG HAD BEGUN ANY OVERALL CONSIDERATION OF BUNDESTAG ACTIVITIES IN BERLIN, INCLUDING CONSIDERING A NUMBER OF COMMITTEE MEETINGS, ADVISABILITY OF FRAKTION MEETINGS, ETC. CROMARTIE ALSO GENTLY PROBED TO LEARN OTHER BONN GROUP REPS' REACTION TO BELETSKIY'S COMMENT THAT DROPPING "FEDERAL" FROM NAME "FEDERAL ENVIRONMENT AGENCY" WOULD BE SEEN AS POSITIVE SIGN BY USSR.

2. IN RESPONSE, FRG REP (LUECKING), SAID THAT DROPPING "FEDERAL" WAS NOT NEW; AMBASSADOR FALIN HAD INDICATED SAME THING TO STATE SECRETARY FRANK SOME TIME AGO. REGARDING THE OVERALL QUESTION OF DEVELOPMENT OF TIES, LUECKING SAID THAT HE COULD ONLY REPEAT WHAT SCHEEL HAD SAID AT QUAD DINNER IN BRUSSELS, THAT FRG WELL AWARE OF PROBLEMS CAUSED BY ESTABLISHMENT IN WSB OF NEW FEDERAL OFFICES AND WAS NOT GOING TO PRESS TOO HARD ON THE ISSUE. IN AN EFFORT TO BRING MORE ORDER INTO THE PROCESS OF DEVELOPING THE TIES, LUECKING SAID HE HELD DISCUSSIONS WITH BERLIN SENAT REP MEICHSNER, FONOFF STATE SECRETARY FRANK, AND BERLIN SENATOR STOBBE ON THE MERITS OF ESTABLISHING A LIST AND TIME SCHEDULE REGARDING ESTABLISHMENT OF ADDITIONAL FEDERAL OFFICES IN THE WSB. AFTER CAREFUL ANALYSIS, HOWEVER, ALL HAD AGREED THAT SUCH A LIST WAS NEITHER A GOOD IDEA NOR POSSIBLE.

3. REGARDING BUNDESTAG ACTIVITIES IN THE WSB, LUECKING SAID THAT MUCH THOUGHT HAD BEEN GIVEN TO THE PROBLEM, CONFIDENTIAL

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THAT NEED TO CONVINCE BUNDESTAG OF NECESSITY TO TAKE
GREATER CARE WAS ACCEPTED WITHIN THE FEDERAL GOVERNMENT,
BUT THAT PROBLEM WAS A DELICATE ONE DUE TO COMPETITION
AMONG THE PARTIES AND DEPUTIES TO BE SEEN AS "DOING
SOMETHING FOR BERLIN." HE SAID THE FONOFF WOULD BE
TRYING IN THE FUTURE, AS IN THE PAST, TO TRY TO KEEP
THE PARLIAMENTARY AND PARTY LEADERS AWARE OF THE NEED
TO CONSULT THE ALLIES FULLY ABOUT THEIR INTENDED
ACTIVITIES IN BERLIN. HE QUESTIONED WHETHER ALLIES
PERHAPS COULD HELP IN MAKING POINT TO BUNDESTAG. ALLIED
REPS WERE NON-COMMITAL ON LAST QUESTION.

3. U.S. REP, REFERRING TO LUECKING'S REPETITION OF
SCHEEL'S COMMENTS IN BRUSSELS, EMPHASIZED HIS HOPE THAT
THE FEDERAL GOVERNMENT IN FACE OF EASTERN DEMARCHES
WOULD NOT SIMPLY DROP ALL PLANS FOR ESTABLISHING FURTHER
OFFICES IN WEST BERLIN. AT SAME TIME, U.S. REP SAID,
FRG MUST MAKE ANALYSIS OF WHAT FURTHER FEDERAL OFFICES
IN WSB WOULD MAKE SENSE. ALLUDING TO GENERAL RECOGNI-
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TION IN BONN THAT EFFECTIVENESS OF FEDERAL ENVIRONMENT OFFICE WILL BE REDUCED BY LOCATION IN WSB, U.S. REP NOTED THAT FRG ANALYSIS SHOULD INCLUDE THE ASPECT OF A PROPOSED OFFICE'S ABILITY TO FUNCTION IN THE WSB. REGARDING BELETSKIY'S SUGGESTION ON NOMENCLATURE, U.S. REP SAID THAT PROBLEM NOT REALLY ONE OF NOMENCLATURE: IF FOUR ALLIES WERE TO GIVE WAY HERE THE SOVIETS WOULD CERTAINLY SOON BE PRESSING US ELSEWHERE SINCE IT WAS THE PRESENCE THEY OBJECTED TO, NOT HOW THE PRESENCE WAS DESIGNATED.

4. FRENCH REP (PAYE) MADE NO COMMENTS AT ALL DURING DISCUSSION, ASKING FRG REP AT CLOSE ONLY IF DATE FOR CABINET DECISION HAD BEEN SET AND IF FINAL TEXT OF DRAFT LAW READY. (FRG REP GAVE NEGATIVE REPLIES TO BOTH.)

5. COMMENT. WE ARE GAINING THE IMPRESSION THAT THE BRITISH AND, TO SOME DEGREE, THE FRENCH ARE BECOMING INCREASINGLY DOUBTFUL ABOUT SOME OF THE FEDERAL ACTIVITIES ENVISAGED FOR WEST BERLIN. SOME OF THE PROBLEM MAY STEM FROM THEIR CONCERN ABOUT THE SEEMING INABILITY OF THE FRG FONOFF TO DETERMINE EXACTLY WHAT THE BUNDESTAG AND PARTY LEADERSHIPS ARE UP TO. HOPEFULLY, THE ALLIED REQUESTS FOR ADVANCE INFORMATION AND THE FONOFF PROMISE TO TRY TO DO MORE IN THIS AREA MAY HELP. BUT THE BRITISH AND FRENCH ALSO APPEAR PREPARED TO TAKE MORE RESTRICTIVE INTERPRETATIONS OF THE BERLIN AGREEMENT, SEEMINGLY IN AN EFFORT TO AVOID DISPUTES WITH THE SOVIETS. WE ARE INCLINED TO TAKE A MORE POSITIVE ATTITUDE ON THE ASSUMPTION THAT IT IS IN THE ALLIED INTEREST THAT FRG-WEST BERLIN TIES DEVELOP IN ACCORDANCE WITH THE QA. IN ANY EVENT, ANY CONCESSIONS TO THE SOVIETS IN THE FEDERAL PRESENCE AREA WILL NOT END THEIR COMPLAINTS.

6. THIS ASPECT OF THE BERLIN PROBLEM WILL BE THE SUBJECT OF CONTINUING ALLIED-SOVIET, SOVIET-FRG AND INTRA-ALLIED ARGUMENTS FOR THE FORESEEABLE FUTURE. OUR VIEW IS THAT WE SHOULD CONTINUE TO TAKE A REASONABLE YET FIRM POSITION TOWARD THE SOVIETS AND THE OTHER ALLIES WITH THE AIM OF PERMITTING THE FEDERAL TIES WITH BERLIN TO

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DEVELOP NATURALLY. OBVIOUSLY, THE FEDERAL GOVERNMENT IS GOING TO HAVE TO DECIDE JUST HOW FAR IT SHOULD GO IN THIS AREA, WEIGHING THE WEST BERLIN FACTOR AGAINST ITS

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RELATIONS WITH THE USSR AND GDR. OUR OWN ROLE SHOULD CERTAINLY NOT BE TO DISCOURAGE THE WEST GERMANS FROM EXPANDED ACTIVITIES IN WEST BERLIN, UNLESS THESE ARE IN CONFLICT WITH THE BERLIN AGREEMENT.

7. ON ONE MATTER, THE UK AND FRENCH ARE CERTAINLY RIGHT AND WE HAVE SUPPORTED THEM FULLY IN DISCUSSIONS IN THE BONN GROUP: THE FRG FONOFF MUST KEEP THE ALLIES COMPLETELY INFORMED ABOUT PROSPECTIVE FEDERAL ACTIVITIES IN WEST BERLIN. THE WEST GERMANS MUST TRY TO AVOID THE PROCESS WHICH HAS BECOME FAIRLY STANDARD RECENTLY, THAT IS, TO ANNOUNCE SOME ENVISAGED ACTIVITY PUBLICLY, THEN TO TURN TO THE ALLIES FOR SUPPORT WHEN THE SOVIETS COMPLAIN, AND THIS DESPITE THE ALLIES' NOT HAVING BEEN FOREWARNED OF THE ORIGINAL PLANS IN THE FIRST PLACE. WE HAVE MADE THIS POINT SHARPLY TO THE FRG FONOFF AND WILL CONTINUE TO PRESS IT ON A REGULAR BASIS IN FUTURE BONN GROUP DISCUSSIONS. WE ARE NOT OPTIMISTIC IT WILL SOLVE THE PROBLEM ENTIRELY, BUT IT MAY HELP. WE UNDERSTAND
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THAT A LETTER HAS ALREADY GONE FORWARD TO THE BUNDESTAG
LEADERSHIP FROM THE FONOFF STRESSING THE ALLIED INTEREST
AND ROLE IN BEING FOREWARNED OF FEDERAL ACTIVITIES IN
WEST BERLIN.
HILLENBRAND

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